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ABSTRACT

An assessment of the sports and fitness promotion delivery mechanism in Canada is presented. Where appropriate, some comparisons between the United States and Canadian systems are made. The introduction reviews the research methods used. The second section traces the federal government's concern with fitness and sports through the stages of impetus, general commitment, organizational structuring, implementation, and transmission. Fitness and sports are discussed as two separate units. In the third section, fitness and sports at the provincial level (in Ontario and Alberta) are considered. The issues examined include: (1) the manner in which national policies and program initiatives are transmitted to be implemented at the provincial level; (2) the extent to which provinces have formulated their own policies and implementation strategies; and (3) the orientation and content of these provincial efforts. This section of the report also states, for each province, the initial distinction between fitness and sports as the focus of the study. A summary of observations at both the national and provincial level is presented. (JD)

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Office of Disease Prevention and Health Promotion

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A REPORT ON THE FITNESS AND SPORTS PROMOTION AND DELIVERY SYSTEM OF CANADA

REPORT NO. 5

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U.S. Department of Health and Human Services Public Health Service Washington, D.C. 20201

A REPORT ON THE FITNESS AND SPORTS PROMOTION AND DELIVERY SYSTEM OF CANADA

REPORT NO. 5

For the Office of Health Promotion
and Disease Prevention

Department of Health and Human Services
October 5, 1981

The report is made pursuant to Modification 11 of Contract No. 282-78-0183-DN.
The names of the persons employed or retained by the contractor with management of professional responsibility for such work or for the content of the report are Robert Bozzo and Paul J. Brounstein, Ph.D.

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I. INTRODUCTION

This report is made pursuant to Article IV, paragraph 15b of Modification No. 11 to Contract No. 282-78-0183-DN. It is the second of four documents designed, as a whole, to provide the Office of Disease Prevention and Health Promotion (ODPHP) with a comprehensive assessment and comparison of three national fitness and sport promotion delivery systems.

The first report in this series detailed fitness and sports promotion efforts in the United States. Results from this assessment were documented and submitted for review July 21, 1981. The results of Granville's assessment of the Canadian sports and fitness promotion delivery mechanism are reported in this document; where appropriate some tentative comparisons between the U.S. and Canadian systems are ventured. Final comparisons and conclusions will be made in the fourth document in this series subsequent to completion of the assessment of the Australian sports and fitness promotion delivery system and after an integrated analysis of the results from all assessments has been accomplished.

RESEARCH METHODS

The research methodology employed focused on accomplishing a comprehensive case study comprised of four separate parts. Segments of the study were designed to assess fitness policy and promotion, and sports policy and promotion at the national and provincial levels.

Tools and methods utilized in this study paralleled those employed in our initial assessment of fitness and sports policy and promotion in the United States. Lengthy interviews were held with key actors and secondary sources of information, including empowering legislation, annual sports and program descriptions, were scanned and relevant important information extracted.

Three weeks before site visits were initiated, contact was made with Fitness Canada -- the agency designated as coordinator of Federal fitness program and promotion efforts. Mr. Sandy Keir was asked to aid us in identifying relevant actors at both the national level and in the two provinces selected for (Alberta and Ontario) for the purpose of assessing the process and effects of transmitting national policies to smaller units of government -- provinces and municipalities. In addition to providing us with the names and requisite contact information for key actors in Toronto, Ontario and Edmonton, Alberta, Mr. Keir organized an initial agenda for the visit to Ottawa; hence the assessment of national policy and promtion efforts.

Identified actors in the Provinces were contacted by telephone; appointments for interviews were scheduled. A two-person team accomplished both the national and province assessments in the period beginning August 10 and ending August 21, 1981. Both analysts were present in Ottawa to perform the national assessment. Also, both participated in the initial interviews with key actors in Toronto after which one team member flew west to perform the Alberta assessment. Given the relative brevity of this fieldwork (compared to the U.S. assessment), greater emphasis on information extraction from secondary sources was necessitated in preparing the final document.

The following document is organized to parallel the structure of the U.S. report by providing separate treatments of fitness and sports. As in the U.S. report, the point of departure is an attempt to identify national policy and the process by which it was developed. This is followed by a description of how the policies are implemented, with particular emphasis on trans-

mission downward to subnational levels of government. However, strict parallelism is precluded given the different natures of the entities examined. For example, the relatively strong role played by the Canadian provinces has required that they be accorded more emphasis in the writing and organization of this report than was given to the states in the U.S. assessment. This report is organized as follows:

- National Policy and Promotion Efforts
  - Fitness
  - Sports
- Provinces, Policy and Promotion Efforts
  - Ontario
    - .. Fitness
    - .. Sports
  - Alberta
    - .. Fitness
    - .. Sports
- Summary of Observations

Before preceding to the body of this text, it should be noted that in addition to presenting this document to ODPHP for review and comment, a copy of this report will also be forwarded to Fitness Canada for their critique. This measure has been taken to ensure the accuracy of the descriptive information contained in the document.

II. NATIONAL LEVEL

In undertaking the search for Canadian national policy regarding physical fitness and sports, the two were treated separately as in the assessment of the United States system. That initial assessment noted that the overlap between the two is considerable in some cases. However, there are real differences between fitness and sports promotion, relating to the purpose, as well as to the scope of the promotion. Specifically, fitness promotion is aimed at encouraging people to engage in an exercise regimen, sport, or other physically active leisure pursuit in order to raise their level of physical, mental and social well-being. typically, sport and fitness promotions are directed at large segments of the public. Sports promotion aims at encouraging participation, and achievement in individual or team events involving competition. Fitness promotion generally aims at encouraging individuals to improve their health status by undertaking some regimen of regular exercise.

Obviously, sports can be promoted for the sake of fitness and sports programs can have fitness components. The Canadian investigation was performed with an eye toward documenting policy and program development in a way that would identify overlaps and dual agendas. However, it should be noted at the outset that the Canadian Federal government and the governments of Ontario and Alberta have made a clear distinction between fitness and sports both organizationally and programmatically.

The following discussion traces the Federal government's concern with fitness and sports through the stages of impetus, genreal commitment, organizational structuring, and implementation/transmission. Ontario and Alberta are discussed separately

in the next chapter. Throughout the report, the fitness-sports dichotomy is preserved.

FITNESS

Policy Development

Interviews and various documents indicate a long standing concern by the Federal government for the physical fitness of Canadians. However, a logical point of departure for the assessment seems to be 1961 when the Fitness and Amateur Sport Act was passed. This legislation is generally credited with formally establishing the Federal government's role in fitness and sports. The basic features of this role have remained intact to date, although various actions and events have transpired which have modified, reaffirmed, or re-organized the government's approach.

Before describing the Fitness and Amateur Sport Act's content, it is interesting to note the impetus for its passage. No health promotionn or recreational thrust is apparent. Rather, the government seems to have been spurred into action by a sense of tarnished national pride. Contributing incidents included sharp criticism of the fitness of the Canadian people by visiting Prince Philip of Great Britain and disappointing outcome for Canada in the 1960 Summer Olympics. Pressure on the government to take corrective action came from various quarters, not the least persistent of which was the amateur sport lobby. Fisher in his oft-cited report opines that fitness was included in the law as an unassailable concern which would provide good balance vis a vis the more "frivolous", yet driving concern with elite, competitive sports. Fisher's observation has a ring of authenticity to it in that it corresponds with the several instances encountered in this study in both the U.S. and Candada, in which those who would support sports development efforts have cited the symbiotic effects of fitness and sports promotion.

The Act gave the Federal government in the person of the Minister of Health and Welfare a broad, but unspecific mandate to undertake research and surveys, distribute information, assist relevant groups, and coordinate activities related to fitness and amateur sports. Note here that in the legislation the fitness-sports dichotomy was not yet clear; this was dealt with later as implementation intensified.

During the 1960s, it appears that little was done to galvanize the legislative/policy initiative of the Act into a concerted fitness program. The limited information available suggests that sports received most of the attention in implementation in those early years.

Not until 1971 did the structure begin to gel and the commitment become more specific and differentiated. For reasons that appear related mainly to a concern for further progress on the sport front, a decision was made to separate sports from fitness. Thus, were Sport Canada and Recreation Canada created, although both remained under the aegis of Health and Welfare. It is interesting to note that fitness was subsumed under the banner of recreation, an area which itself was not clearly within the Federal purview.[1] This organization can be viewed as an implicit sign of the leisure time thrust of most Canadian approaches to fitness promotion. Also, given the traditional provincial and municipal prerogatives in recreation, it was an area in which parallel structures already existed at the other levels of government. As will be shown, it was not until recently that the Federal and the Provincial governments have given prominent organizational visibility to fitness. The Federal/Provincial division of responsibilities is a major issue that characterized and (depending on one's view) plagues or lends order to policy and program development.

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[1]Government of Canada, Fitness and Amateur Sport, A Challenge to the Nation: Fitness and Amateur Sport in the 80s, (1981), p. 17.

Following the reorganization, fitness received another boost in 1972 in the form of the first National Conference on Fitness and Health. This conference established publicly the relationship between physical activity and good health and laid out a series of recommendations for further government action regarding fitness. These include the notion of a strong promotional effort and support for the provision of increased opportunities for exercise. Such efforts were to be backed with a commitment of Federal funds.

By that time, impetus appears to have translated itself into momentum. First, in 1973 Recreation Canada and Sport Canada was moved up organizationally from directorate to branch status and moved horizontally from Welfare to Health. At the same time, a new subcabinet Minister of Fitness and Amateur Sport was designated.

In 1974, the Federal government's interest in physical fitness was reinforced by the production of the renowned Lalonde report, A New Perspective on the Health of Canadians. As a health policy paper, the Lalonde report stressed the importance of a more physically active lifestyle as a means of attaining better national health status. This lifestyle emphasis was in concert with the active leisure time thrust already being pursued by Recreation Canada and its funded promotional surrogate Participation (described more fully later in the report).

Last, the image of snowballing support for a strong Federal role in fitness promotion become too dominant, it is useful to make note here of the continuing dilemma of Federal/Provincial relationships. The Trudeau government sought to clarify these roles in fitness, sports, and recreation by having the Minister of State then overseeing Fitness and Amateur Sports produce policy papers first on sports and then on fitness and recreation. It appears that the paper on sports was accepted well enough by the provinces. It outlined a Federal role that would continue and

even strengthen involvement in support of national and international level concerns and leave the vast remainder to the provinces and local governments. The recreation and fitness papers left the Federal intent less clear, since fitness and recreation do not have such distinct national and international aspects. Fisher reports that some negative reaction from the provinces led the Minister to state in a follow up policy issuance that the Federal government would play a limited role in recreation, as well as in sports. This dropback was signified partly by the dissolution of Recreation Canada which was re-named Fitness Canada.

The last major developments in the sequence of policy and organizational development events were the shift, in rapid succession, of Fitness and Amateur Sports from Health and Welfare to the Minister of State for Multiculturalism and then again to the Minister of Labour, each change occuring in the wake of a change in the national government. The possibility of greater provincial discretion was also embodied in the transfer to the provinces of the national lottery (Loto Canada) which had financed some Fitness and Amateur Sports activities.

As indicated in the following discussion of the implementation fitness policy, final resolution of the question of Federal and Provincial roles remains elusive. At the time of the on-site investigation, it was reported that a study was underway to identify the roles of various actors at all levels of government in the recreation area to which Fitness Canada's concerns and programs remain closely tied. The question remains open because of the aforementioned lack of clear mandate for the Federal government in recreation. The Deputy Minister was about to meet with Provincial Ministers concerning their respective roles, a generic issue which pervades virtually all matters of public policy in Canada, now including tax sharing, division of energy revenues, and approval of a new national constitution. A formal statement on the latest arrangement was set to be promulgated on October 22 of this year.

Implementation of Fitness Policy

The first point to be made regarding the implementation of Canadian national fitness policy is that the initial concern for fitness as a sort of political ballast in a piece of legislation motiviated primarily by a desire to improve sports performance has evolved into a legitimate movement on behalf of the fitness of all Canadians. The organizational shifts and the tortuous route of policy formation described above notwithstanding, Fitness Canada supports various programs and practical research, disseminates information, and plays a de facto coordinating role. At the same time, the provinces have allocated their financial resources to undertake parallel efforts.

Several points characterize the Canadian approach to carrying out the Federal government's commitment to bringing about greater levels of fitness.

- The mission is concentrated organizationally in the hands of Fitness Canada
- Implementation has involved substantial allocation of funds
- Major parts of Fitness Canada's program, and in fact, those most involving direct implementation are carried out through surrogate organizations.
- The provinces have acted spontaneously in setting up parallel structures in fitness, as well as in sports and in allocating funds for programs
- Efforts to involve the private sector have been made, especially re-employee fitness, but have not supplanted a general orientation to public funding and a community based delivery system.

Fitness Canada. The activities of Fitness Canada in implementing national policy as it is embodied in the points above can be divided into four categories: liaison, supporting the delivery system, promotion, and research/standard setting. These are addressed in turn below.

Liaison involves playing a leading role in furthering attainment of fitness related objectives without exercising authority. This role must be played carefully in view of the delicate nature of Federal-Provincial relations described throughout this report. In general, Fitness Canada is recognized and well-regarded by Provincial governments and private agencies as the lead Federal agency in the area of fitness. The Fitness Canada staff are in regular contact with relevant actors throughout the country, acting in an advisory or information sharing capacity. Little more can be said about liaison since it occurs in the normal course of more specific business and rests largely on diplomacy and mutual confidence.

Fitness Canada considers coordination to be an important part of its mission and has taken an active posture to ensure that it occurs. An example is the creation in 1979 of the Federal-Provincial Fitness Council which has representatives including the chairperson from each province and from Fitness Canada.

In addition, there are annual meetings with the relevant ministers from the provinces. At the time of the on-site investigation, it was reported that the Deputy Minister for Fitness and Amateur Sports was meeting then with his Provincial counterparts to negotiate and clarify the Federal-Provincial recreation relationship, a continuation of the type of interplay described earlier.

In addition, there is an Interprovince Council of Sports and Recreation Directors composed of the senior executive people in the relevant agencies.

Fitness Canada supports the Canadian fitness promotion and delivery system through provision of financial assistance to a variety of organizations. This "contribution" progam provides two types of funding: organization support and project support. The former underwrites the administrative costs of national organizations whose objectives are congruent with those of Fitness Canada. Organization support has gone to 52 organizations. Ma-

jor recipients include the Canadian Alliance for Health, Physical Education, and Recreation (CAHPHER -- counterpart of AAHPER in the U.S.) and the Canadian Recreation and Parks Association which get two of the largest allocations (about $140,000 each). The smallest contributions are about $5,000-$10,000.

Project support is given to specific projects of national organizations to be eligible projects must be national in scope. They include:

- Clinics, seminars, and workshops
- Traveling seminars
- Project planning and committee meetings
- Volunteer development
- Publications
- Audio-visual material
- Media relations
- Public relations
- Translation
- Administrative support (for certain defined project or tasks)

The total contributions budget of Fitness Canada is about $6.2 million with an emphasis that reportedly will shift more and more toward project support. This is consonant with Fitness Canada's desire to see national organizations become self-sufficient and weaned away from Federal administrative subsidies.

In the area of fitness promtion, Fitness Canada works primarily through a surrogate -- PARTICIPaction, a non-profit organization established in 1971 to educate and motivate Canadians concerning the benefits of an active lifestyle. Fitness Canada is providing about $700,000 to PARTICIPaction this year for its mass media program. PARTICIPaction has an excellent reputation among fitness professionals and has recorded amazingly high levels of recognition among the general public (over 80%). A visit to its headquarters in Toronto revealed a constantly updated array of imaginative and subtle television, radio, and

print messages. It was reported that new materials are generated at least every 13 weeks. This year 24 radio spots and six television sports have been produced.

An interesting feature of PARTICIPaction's strategy is that is relies on personal visits to radio and television stations to promote its announcements. Also, messages are tailored to appeal to various sponsors. Two years were spent in this effort at the outset. This approach and the materials have been successful to the point that PARTICIPaction is among Canada's top ten advertisers. The organization believes it has been successful in getting air time due to its status as a private, non-profit organization. It was noted by the staff that the government would be expected to pay for air time.

PARTICIPaction has done extensive marketing with companies, an effort which has resulted in the messages or its logo being shown widely, including various publications, shopping bags, and bus advertisements. This effort is outside the scope of Fitness Canada's support and the organization is now about equally dependent, on public service and private promotional financing. A major private sector thrust has been the development and marketing of an employee fitness promotional package called Fitness: The Facts.

In addition to its support for PARTICIPaction, Fitness Canada has funded various other promotional efforts as part of the contributions programs. It has also produced in-house a number of posters and booklets for the general public and special groups.

In the areas of research and standards setting, Fitness Canada has funded a number of studies, both fact finding and developmental in nature. One of the most prominent efforts is the Canada Fitness Survey which is being conducted across the country by a surrogate, not-for-profit organization of the same name. The Canada Fitness Survey coalesced under the leadership of Fitness Canada which formed a national planning committee, co-chaired by professors of physical education from the University of Alberta and the University of Laval.

The survey consists of personal interviews and actual measures of the fitness levels of respondents. The latter element is done using the Standardized Tests of Fitness Developed jointly by Fitness Canada and the Canadian Public Health Association. The survey is coordinated nationally by the Canada Fitness Survey's Executive Director and in each province by coordinators who are unversity professors in relevant disciplines.

The current survey effort is a follow-up to the Canada Health Survey which was performed by Health and Welfare in 1975 to provide a database to be used in planning efforts. This initial survey was called for by the Lalonde report. The idea was to identify risk factors and their relationship to health status. Funding for subsequent surveys was not available from Health and Welfare. The 1975 survey was modified to focus more directly on fitness, but it employed the same sampling method to ensure comparability of the findings. The plan is to repeat the Canada Fitness Survey every five years and to do more focused examinations of special populations in the interviewing periods. These groups include those in the extreme north, native populations, the elderly, and children.

The Canada Fitness Survey also provides a limited amount of funding for research projects. These projects are funded a low level (number $10,000) and must be directly related to the aims and methods of the Canada Fitness Survey, e.g., contributing to the reliability and validity of CFS data or interpreting CFS findings.

Also, worthy of mention are three other research projects sponsored by Fitness Canada. In the summer of 1977, 52 Canadian businesses participared in an employee fitness testing project sponsored co-operatively by CPHA, Fitness Canada, and the Summer Job Corps program of Canada Employement and Immigration. Over 10,000 adults underwent a complete fitness appraisal which utilized the Standardized Test of Fitness (STF) protocol, a battery of fitness tests proposed by an advisory council of experts and produced by Fitness Canada. The STF was shown to be a reliable

procedure in the measure of adult fitness and test results were tabulated to establish performance norms for the adult working population.

Between September 1977 and June 1978, a model employee fitness and research project was conducted at two Toronto sites: the Canada Life Assurance Company as the experimental centre and the North America Life Assurance Company as the control centre. At the experimental centre an integrated program emphasized and promoted the benefits of a healthy lifestyle while providing specific fitness opportunities such as testing and a variety of group fitness classes. This combined approach was highly successful, as evidenced by participation rates consitently approaching 50 percent of all employees.[2]

In 1978, the CPHA Employee Fitness Program followed up on the Toronto project. It was conducted in worksites at 51 organizations across Canada and aimed at enhancing awareness of the value of a healthy lifestyle. Using a variation of the Canada Life Assurance program, student leaders and student employees with training in physical education worked on site at each participating organization for about three months. The object was to introduce the concept of a modest employee fitness program and to evaluate the response of the organization and the employees. The program is said to have demonstrated the feasibility of a low cost lifestyle awareness and fitness program in a variety of organizations.

Fitness Canada has also been active in setting standards for fitness related programs. A prime example is the production a few years ago of guidelines for fitness centers and health clubs. This was done while the Fitness and Amateur Sports Branch was part of Health and Welfare; it was a joint effort with the Health Standards Directorate.

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[2]Employee Fitness and Lifestyle Project, Toronto 1977/1978.

Health and Welfare. The Ministry of Health and Welfare of which Fitness and Amateur Sports was formerly a part has responsibility for a variety of health promotion activities. However, these areas do not include fitness. The special commitment and organizational visibility given to fitness and sports has separated those areas from such others as alcohol and drug abuse control, smoking cessation, stress management, home and recreational safety, and birth planning. The approach used in these areas is similar to that used by Fitness Canada. It involves Federal-Provincial liaison, a contributions program, three mass media promotional efforts, and development of resource materials. In addition, the agency has a field staff, much like Fitness Canada's which deals with relevant actors throughout Canada and contributes to project development and funding decisions in the contributions program.

The element of Health and Welfare's program most closely related to fitness concerns is a health risk appraisal program. Called Evalulife, it was said to be developed jointly with the Center for Disease Control in the U.S.

Education. For the sake of completeness, it should be noted that the investigation touched on the role of the Federal government in promoting fitness through the public schools. It was found, however, that education is an area in which all authority rests with the provinces. Thus, no efforts are made at the national level to influence the scope or orientation of physical education in the schools.

Parks Canada. As part of the national recreation system, Parks Canada was visited to determine the extent to which it promotes fitness. As in the case of its U.S. counterpart, the National Park Service, Parks Canada has no expressed policy regarding fitness. Rather, it provides a range of opportunities for active recreational pursuits which may have some fitness benefits. This range extends from simply making land and basic facilities accessible to skills development courses (offered through concessionaires) in such areas as canoeing, skiing, rafting, and understanding the outdoor enviornment.

Parks Canada emphasized its dual mandate of preservation and public enjoyment of resources. This split focus causes the agency to take an active posture in acquiring land for more national parks (the goal is to have at least one in each of the 48 distinct natural ecological regions), while maintaining a relatively passive stance regarding promotion. Only implicitly does the agency consider itself to have a common interest with agencies such as Fitness Canada re: encouraging physically active lifestyles. No interactions between Parks Canada and either Fitness Canada or Sport Canada were found.

SPORTS

Policy Development

The importance of the Fitness and Amateur Sports Acts of 1961 as a landmark in establishing Federal commitment to play a role in fitness and sports has been described in the preceding section and will not be recapitulated here. Rather, it is sufficient to note that over the years there have been several reports and policy issuances which have had the net effect of:

- Clarifying the Federal role to focus on national and international aspects of sports
- Increasing the level and specificity of Federal support for sport (technically and administratively)
- Encouraging Provincial involvement in the development of sports.

In the years following the Fitness and Amateur Sports Act, a major step in specifying action steps for the development of sports was the 1969 Report of the Task Force on Sports for Canadians. The Task Force was appointed by the Prime Minister following another disappointing performance by Canada in the 1968 Olympics in Mexico City. The report led to the creation of mechanisms for providing administrative and technical support for sports.

The government's policy in this regard was part of a general pattern whereby support is provided at arm's length through surrogate organizations. In this case, three were created--the National Sport and Recreation Centre, the Coaching Association of Canada, and Game Plan. These are discussed in turn in the following paragraphs.

Administrative support became institutionalized in 1970 in the form of the National Sport and Recreation Centre (NSRC). The NSRC, located in Ottawa, is a central administrative complex which provides facilities and services for national sport governing bodies. Administrative support is provided to all national sport governing bodies although those located at the NSRC are primarily those whose focus is on internationally competitive sports. Support includes office space, furniture and equipment, secretarial assistance, telephones, mailing, bookkeeping, graphic work, printing, and translation.

A more limited array of support services are provided to about 30 non-resident associations. Most of NSRC's operations is funded by Fitness and Amateur Sports. Sport Canada reported that the Centre receives about $3,700,000 for its operating budget.

The Coaching Association of Canada was established in 1971 to aid in the technical development of sport throughout the country and at all levels--communities, schools, clubs, and elite competitions. To that end, the Association developed a national Coaching Certification program which consists of formal bilingual certification courses at five levels. Courses have been developed by about 50 national sport bodies and are offered nationwide through Provincial entities.

The Coaching Association's other major accomplishment is the Sport Information Resource Centre (SIRC). Located at the NSRC, SIRC is essentially a library of sport which is said to be the only data base of its kind in North America for coaches, instructors, researchers, and students. The Centre has a computerized retrieval system and responds to thousands of requests per year for abstracts, books, articles, slides, and tapes. Like the

NSRC, the Coaching Association is funded largely by Fitness and Amateur Sports.

Game Plan was created in 1977 as a mechanism for improving Canada's performance in international sports competitions. Among the organization's major activities is the identification of athletes of potential international caliber. Game Plan thus collects and maintains through national and provincial sport organizations up to date performance statistics on thousands of athletes. These data in turn form the basis for a national system of athlete "carding". The carding system classifies a certain number of athletes in each sport; an athlete's classification determines his or her eligibility for Federal financial assistance and scholarships. The Athlete Assistance Program provides a subsistence allowance of $365 a month for living and training expenses. Parallel programs exist at the provincial level to deal with the next lower competitive tier of athletes. The Provinces are free to supplement Federal support for the top performers, but Sport Canada reported that only Quebec does this to any meaningful extent.

Game Plan also runs a communication/promotion program for sports. It publishes a bilingual newspaper called Champion eleven times a year. It is circulated free of charge to athletes, coaches, and sports groups throughout Canada. The Game Plan information ofice also provides information on Canadian amateur athletes and athletic events to the news media to expand new coverage. This includes performance summaries/biographies on individual athletes and photographs, taped interviews, and newsreels of amateur competitions both in Canada and abroad.

The Canada Games deserves mention in the context of national sport policy development. The Games is a national level amateur competition that began in 1967. From a policy standpoint, the Canada Games appear to have been intended as an attempt to create a step on the competitive ladder just below the international/olympic level. Such a step apparently was viewed as a means of inspiring organizational and program development in the prov-

inces. Note here that the Canada Games competition is structured like a mini-Olympics with athletes competing for medals on behalf of their home provinces. Hence, the sense of national pique over poor performance internationally that worked so well in spurring Federal action was bound to work on the Provinces. And it did. The Canada Games is visible and generally considered a success; Provincial support for amateur athletes and Provincial and regional games has increased geratly. The Canadian penchant for parallelism was thus activiated again. In an organizational sense, the Canada Games also involves Federal-Provincial cooperation. The Canada Games Council which runs the Games includes three representatives from Fitness and Amateur Sports (Federal) and three from the provinces.

The Canada Games are reported to cost about $2,500,000 each time it is held. Facilities costs are shared equally by the Federal government, the host province, and the host municipality. Fitness and Amateur Sports provides all operating monies, however.

Implementation of Sport Policy

The preceding description of the entities put in place to further the course of Canadian amateur sports has already given a sense of the Federal government's implementation strategy. To complete this picture, it is useful to describe the role of Sport Canada as the immediate instrument of Federal policy.

As evidenced in the preceding discussion, Federal sport policy can be summed up as a commitment to maximize participation and performance in amateur sports; this commitment in principle is backed with large allocations of government funds. Sport Canada was created in 1971 as a distinct body (at that time in the Department of Health and Welfare) for the development of athletes and sports programs. It has pursued this mission mainly by acting as a conduit for Federal funding. As described already, funds go for athlete assistance, development of coaches, sports administration, sports promotion, and development and maintenance

of research and informational resources. Not mentioned earlier was Sport Canada's financial support for national sport organizations. Levels of funding are decided on an individual basis depending on each organization's size, technical needs, and alternative sources of funding. It was reported that the proportion of organization support provided by Sport Canada ranges from 20 to 97 percent with the average being about 60 percent.

Sport Canada also provides funds to send national teams to international competitions such as the Pan American Games, Olympics, and the 1979 Spartakiade in Moscow.

Special assistance also has been given to sports organizations for hosting national championships and foreign teams.

Finally, financial assistance is given to national sport association for wheelchair, deaf, blind, and amputee athletes to participate in national and international sports events for the handicapped.

The only other point to be made about the implementation of sport policy to date goes back to the recurring theme of Federal-Provincial relationships and the parrallelism that pervades the entire Canadian system in both fitness and sports. Every policy paper or task force report that is produced grapples, albeit gingerly, with the question of what the Federal role has been, is, and should be vis-a-vis Provincial prerogatives and national responsibilities. The relatively neat distinction between national/international and sub-national sport competitions has been useful in enabling the Federal government to play a strong enabling and coordinative role in response to the urgings of a strong and vocal amateur sport lobby without offending the Provinces. This responsibly restrained approach (as it may be viewed from the Provincial perspective) might also be viewed as having had the simultaneous benefit of leaving the Provinces little alternative but to take their own actions. The Federal government has in fact acted to prime the pump for Provincial action with the aforementioned creation and funding of the Canada Games, the Coaching Certification program and with the move to

transfer the former national lottery, Loto Canada, to the Provincial governments. Lottery money has been a large source of funding for amateur sports and most of it is now available for use by Provincial programs.

Summary and Future Prospects

The preceding discussion has noted that Canada's Federal policy towards amateur sport involves heavy allocations of funds for various aspects of sport development and administration. This approach can be viewed as a long range and far reaching effort to build a system in the true sense of the word. Each of the elements of the so-called sport mosaic has been recognized by the government and supported accordingly. These elements include: expanding and documenting the knowledge base, disseminating information, training leaders, creating a sound administrative framework, promoting sports inside and outside the sport community, and facilitating participation by qualified competitors.

Given the nature of Canada's federal political structure, the Federal government's commitment has not been transmitted downward to the Provinces, sub-national organizations or municipalities directly. Rather, there is an ongoing process of role definition which has resulted in a system in which the different levels are highly consonant in their structure and operation, but are not bound inextricably by way of political authority or financial incentives. This is the same type of parallel structure found in the national fitness promotion and delivery system.

A final point is that as much as the observer might be struck by the high visibility accorded amateur sport by Canada's government and the considerable levels of public financial support allocated to its development, recent events point to even greater support in the future. The policy paper, Partners in Pursuit of Excellence, issued in 1979 by the Minister of State for Fitness and Amateur Sport and the working paper which pre-

ceded it called for a higher Federal priority for and a greater structuring of amateur sport. These documents vacillated on the question of the Federal role, but were clear in their call for a sport superagency. The policy paper called for a Sport Council that would include Sport Canada, the NSRC, and the Coaching Association. This would be accompanied by creation of a National Sport Trust which would consolidate fund raising efforts with an emphasis on attracting increased private contributions to supplement public sector allocations and lottery revenue. The policy paper also included several more specific recommendations calling for new or expanded programs which need not be detailed here.

Challenge to the Nation, a more recent issuance of the current Minister for Fitness and Amateur Sports, although differing in particulars, indicates the Federal government's intention to pursue ambitiously the same sort of expansions. These latest proposals include creation of a National House of Sport which corresponds roughly with the earlier proposed National Sport Council, creation of a National Sport Technical Services Organization, establishment of national training centres for high performance athletes, and enrichment of the Athlete Assistance Program. Continued emphasis is to be placed on attracting more financial support from the private sector.

All of this is indicative of the strength and momentum of the Canadian amateur sport lobby which has successfully struck a responsive chord nationally and effected a still growing level of official concern for elite amateur sport performance.

The attention and resources devoted to improving Canadian performance in elite competitions seems to be having some positive effects, as evidenced by Canada's recent respectable showings at the 1976 Olympics in Montreal, and the 1980 Commonwealth Games in Edmonton. These successes have reinforced the drive for further efforts by providing tangible evidence that improvements could be achieved. The logical supposition is that greater efforts of the same type will produce even better results. One of the next major challenges for the Canadian sport

system and the national pride will occur in 1982 when Canada again acts as a host for international competition, this time for the Winter Olympics which are to be held in Calgary.

III. FITNESS AND SPORTS AT THE PROVINCIAL LEVEL

INTRODUCTION

Two provinces were selected for investigation to provide some insight and perspective to the overall effort to identify fitness and sports policies in Canada. Ontario was chosen as the most popular province with large urban centers, geographic proximity to the Federal government, and a stable history of relative affluence. As a counterweight, Alberta was selected to represent western Canada. The province has experienced rapid growth in population and financial resources recently, but still has a relatively small population, (less than 2 million). The degree to which policy and organizational development had progressed in dealing with fitness and sports was thus open to question. The issues at hand in examining the Provinces included:

- The manner in which national policies and program initiatives are transmitted to and implemented at the provincial level
- The extent to which provinces have formulated their own policies and implementation strategies
- The orientation and content of these provincial efforts.

In addressing these issues, this section of the report will preserve for each province the initial distinction between fitness and sports as the foci of the study.

ONTARIO

Overview

Fitness and sports promotion efforts at the Provincial level are planned and implemented under the purview of the Ministry of Culture and Recreation. Fitness, Sports and Recreation programs comprise the Sports and Recreation Branch of the Ministry. This Branch is one of the five program areas in the Ministry; the Ministry's other four program areas include: Heritage Conservation; Arts and Cultural Industries; Citizenship, Newcomer and Native Community Services; and Information Access. The Ministry was legislated into being in 1974 and empowered to pursue the advancement and encouragement of cultural and recreational development.

Transfer of Policy

The process by which Ontario's government perceived and acted upon the need for a government agency to be the focal point and lead coordinated efforts, especially in the areas of fitness and sports, coincides perfectly with the situation at the Federal level. Since both Federal and Provincial governments were effected by similar concerns and pressures, it is not surprising that parallel coordinative structures and delivery systems emerged. As the Federal government wrestled with its role in recreation and sports in the 1960s and early 1970s, Ontario followed independently, but in a like manner. It moved from an initial and longstanding approach of providing technical assistance and financial support to communities for worthwhile recreation activities through a series of organizational shuffles and special studies. These resulted in the Provincial government's acceptance of the idea that recreation is an essential social service. Responsibility for recreation was then transferred from the Department of Education to the Ministry of Community and Social Services. From a relatively autonomous division in that

Ministry, in 1974 a new Ministry of Culture and Recreation was established encompassing a panoply of possible activities that could be undertaken or supported as a means of enhancing the quality of life of Ontario's citizens.

The parallel move to formalize the government's interest and commitment culminated in the establishment of Fitness and Ontario Sports Ontario under the eclectic umbrella of the Ministry of Culture and Recreation, as counterparts of the Federal government's primary fitness/recreation and sports purveyors - Fitness Canada and Sports Canada.

As noted before, the general philosophy and function of these organizations is the same. The primary point of departure and, therefore, complementarity of these organizations is the level at which they operate. While Federal agencies deal with projects and entities that are national in scope, they do not get involved with specific communities or province level agencies--these are the focus of the Province's Sports and Fitness agencies. In fact, this type of jealous, guarded territoriality, or as described to us as "turf wars", seems to pervade all interactions between province and Federal government and has been noted as an important factor in the maintenance of a somewhat redundant system which requires constant negotiation and constant self-surveillance or monitoring to ensure that prerogatives are not overridden. The situation is almost dictated by the very nature of Canada's government. In the Canadian federal arrangement, both the provinces and the government that holds them together have a need to be potent, prime movers.

The point here is not to criticize the system, but rather to point out the nature of the organism which we are here attempting to observe in a single area of public policy, bearing in mind all the while that we cannot change the parts and therefore affect the whole. It is important to note at the outset of this section the parallel planar situation of Federal and Provincial Sports and Fitness organizations. This situation almost physically prevents the orderly transfer of policy through a hierarchy from

Federal and Provincial to municipal levels. It seems that only because of the similar origins of concern about sports and recreation/fitness and the willingness and ability of the Provincial government to allocate funds for these purposes has a system organization with similar goals, methods, and aspirations resulted.

As noted before, the key purveyors and promoters of sports and fitness information in Ontario are Fitness Ontario and Sports Ontario, both of which are housed in Ontario's Ministry of Culture and Recreation. The remainder of this section of the report will focus first on some of the administrative functions of the Ministry and then turn to the fitness policy and program activities of Fitness Ontario and then to the sports policy and program activities of Sports Ontario.

Provincial Policy

Ministry of Culture and Recreation. The Ministry of Culture and Recreation is relatively new, legislated into existence in 1974. When made functional,it incorporated missions and staff from already existing ministries (e.g., Education) in pursuit of its broad goal of advancing and encouraging responsible citizenship thorugh cultural and recreational development. This broad goal has been interpreted by the Sports and Fitness Branch of the Ministry to include:

- Supporting access by residents to the various forms of cultural and recreational expression available
- To assist in coordinating and providing leadership services to other ministries and municipalities regarding the provision of cultural and recreational development

- To provide provincial policy and programs to enhance the quality of life of individual citizens by encouraging the development of cultural and recreational opportunities.[3]

It is perhaps this last goal which is both the most expensive and most important. It is the notion of increasing the quality of life and the recognition that sports and fitness pursuits are an important element of overall quality of life that first helped to legitimize coordinated, organized government efforts in supporting and actually assuming important responsibilities in matters that were heretofore the province of many actors.

Note here that fitness policy and program development in Ontario, as in the Federal and Alberta governments, is not rooted in a health promotion/disease prevention strategy. Rather, it is the view of fitness (and sports) as part of recreational life and then as an important component in the quality of life which dictates policy. Since quality of life focuses primarily on individuals alone, in groups or within communities, and then special needs and capacities, relative goals are set rather than hard and fast standards of performance. Put simply, the focus on the quality of life encourages all activity in the hope that active people will be happier and healthier. This is in contrast to the U.S. system which seems to employ a more "hard sell" approach which emphasizes more strongly strenuous exercise and cardiovascular fitness.

No conclusions can be drawn reliably concerning the relative efficacy of these orientations. However, in the observational context of this investigation it seems worth noting that the behavioral assumptions underlying Ontario's and, in general,

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3 The Policy and Programs of the Ontario Government for Recreation, Sport and Fitness 1980. Douglas Fisher. A report prepared for the Ministry of Culture and Recreation.

Canada's approach are geared to making initial participation easy and attractive for the general public. Success in effecting such participation is not only in concert with a quality of life/recreation approach, but would seem to hold considerable promise for fitness gains that are distributed relatively evenly across the population. The extent (level) of change in fitness status that would occur remains open to question depending on the availability and self-selling power of active recreational pursuits.

Before moving to a more specific description of the programs of Fitness Ontario and Sports Ontario, it is useful to present an overview of MCR's system for providing support to various groups and municipalities throughout the province. Since the Ministry's broad goal is to enhance the quality of life of Ontario's citizens, the focus of its activities is on encouraging and aiding municipalities, hence citizens, to develop their own cultural and recreational resources. Also, the Ministry emphasizes the role of the private sector in enriching community life, and tries to involve them in implementing community oriented programs. The Ministry provides financial support for capital as well as non-capital improvements. Monies for support come from regular budget allocations, as well as Wintario grants--profits obtained by the Province from its lottery. All monies are allocated and monitored by the Capital Support Unit within the Finance and Administration Division of the Ministry.

The Ministry also provides program support through its Field Services Division. The Division is organized on the basis of Ontario's six economic regions; there is a total of 18 field locations peopled by approximately 110 consultants. This division is pivotal in determining the Ministry's success; it is the field consultants who deals directly with the communities on all matters of Ministry business. They serve as the middle persons in identifying community needs, outlining program (and capital improvement) alternatives and then in delivering the results of internal Ministry decisions back to the communities.

Although the mechanism for accurately assessing community needs and affecting assistance is in place, it is not always viewed in a positive light. First, field staff rarely have the broad base of expertise required to deal with all of the Ministry's program areas, thus services are often spotty. Also, there is sometimes a real concern on the part of communities that field service representatives are creatures of the Ministry with little or no discretionary power. They are not sure their voice will be heard or their needs met. This can significantly hamper the effectiveness of the Field Services Division. Fisher's (1980) report describes the problems and possible solutions and the interested reader is referred to this document for details. It is sufficient to note, for the purposes of this report, that the Field Services Division works with each program branch of the Ministry, including Sports Ontario and Fitness Ontario. It is also important to note that the qualifications of Field Services staff in the areas of sports and physical fitness vary significantly.

Fitness Ontario

Fitness Ontario is one of three program agencies within the Sports and Fitness Branch of the Ministry, the other two being Recreation and Sports Ontario. Although not a Division by status, the Branch reports directly to the Assistant Deputy Minister (ADM) of Recreation and Culture. This organizational relationship is beneficial both to the Sports and Fitness Branch -- they have a direct line to the ADM -- and to the Minister, Deputy Minister and ADM, as sports and, to a lesser extent, fitness are high profile activities.

At present, fitness and recreaion programs have an organizational link with one another. However, this does not signify cooperation or even regular communication between the two. Sports stands alone organizationally. The Branch's current structure is supposed to change later this year or early next year when sports and fitness are to be linked organizationally

and recreation isolated. From our discussions with all involved actors, this structural reorganization will effect little practical change.

Fitness Ontario became fully functional in early 1977 as a result of Provincial government's desire to gain "positive visibility", decrease the costs of maintaining a socialized health care system (Ontario Health Insurance Program) and to pursue the quality of life theme. The Province's awareness of the issues is largely attributable to the results of the Federally sponsored Conference on Fitness and Health in 1972. The Province's initial interest in the results of this conference led to the development of a policy paper by the present Director of Fitness Ontario. Included in this paper were recommendations regarding how policy should be effected. By 1977, Fitness Ontario had established itself with seven areas of activities and eight fitness consultants.

Fitness Ontario Strategy. Fitness Ontario has outlined a multi-step strategy for accomplishing its long range goals of:

- Reducing the incidence of obesity
- Increasing the general level of citizen's physical fitness by increasing their activity levels, and
- Strengthening provincial and municipal agencies in their development of fitness programs by helping to coordinate activities and provide opportunities (i.e., seed money).

Pursuit of the strategy can be segmented as follows:

- Identifying needs for participation
- Providing information on becoming active -- process and results
- Providing information on where different activities, suited to different people, can be pursued
- Reinforcing activity by self-evaluation and testing

It should be noted that this multi-step strategy is similar to that pursued by PARTICIPaction at the national level in its media campaigns and development of materials.

Fitness Ontario Program Activities. Fitness Ontario has sponsored efforts in seven program activity areas including:

- Employee fitness programs
- Fitness assessment
- Leadership training programs
- Adult fitness/activity awards programs
- Family fitness/activity awards programs
- Community Motivation/Fitness
- Fitness Grants

Each program activity will be discussed in turn.

The involvement in employee fitness programs is one major thrust of Fitness Ontario efforts. The cost is relatively small (i.e., $35,000 FY80/81) and the potential measurable impact is large. Moreover, it is possible that by changing the fitness behaviors of adults, positive role models for youngsters can be created. Note that is is primarily for this reason that Fitnes Ontario targetted adults as the population it most wanted to reach with its programs. Also, of necessity, it was assumed that Ontario's youth was properly serviced by schools and clubs at the local level.

Fitness Ontario's employee efforts provides financial support through lottery monies (Wintario) and/or direct transfer payments which are made available to organizations for capital improvements and/or program initiation. Also, Fitness Ontario will provide expertise and informational support on program organization and implementation. As with other transfer payments, Wintario monies can be used to pay half of initial project costs (up to specified amounts). Over time, the money Fitness Ontario expends on employee fitness programs amounts to about 10 percent of program costs.

The fitness assessment program implemented by Fitness Ontario is known as the Fittest. Fitness Ontario purchased and equipped seven mobile units which toured the Province for pur-

poses of assessing individuals' fitness levels and providing them with consultative services regarding exercise and nutrition. The units were manned by members of the YMCA and volunteers. After approximately two years, the Minister required that the program be dropped as it might be perceived as competing (unfairly) with for-profit corporations' efforts. The vans and testing equipment were handed over to the YMCA.

Another facet of Fitness Ontario's efforts to motivate and educate people about the benefits of activity involves broadening the base of the already exiting delivery system. They sponsored clinics and courses directed at upgrading the skills of those presently involved in instructing adult fitness. Clearly, to the extent that skills are upgraded and more qualified educators become available, the impact on the fitness of community members should be felt more and more. Over $90,000 was set aside in FY 80/81 for leadership development.

The adults fitness activity awards program - Fit Five - is a participating program where points are earned for activities completed. Proficiency is not measured, simply activity levels. People keep records and report activities and are awarded points and then tokens of recognition which supposedly serve as behavioral reinforcers. Five levels of achievement are possible, hence the program name. Participation in over fifty activities from gardening to walking to swimming enables a person to accumulate credits and recognition.

The Fittogether program parallels the Fit Five program though it is geared to acknowledge family participatory activities. In both the Fit Five and Fittogether programs, Fitness Ontario supplies all materials including manuals, badges, etc,. Approximately $100,000 was set aside for supporting these awards programs.

Community motivation/fitness programs sponsored by Fitness Ontario involves MCR's Field Services staff, as well as the fitness services staff. As noted before, the Field Services staff perform casual needs assessments at the community level, although

most often they are contacted and made aware of a particular need. They provide advice and consultation with community groups, or individual actors interested in initiating some fitness event or program. They serve as intermediaries between the communities and the funding agency in program initiation or capitalization. Also, in many projects, they must identify local resources and forge working relationships between actors. It is the implementation of community fitness programs that seems to epitomize achievement of one of the primary goals of the ministry; these community initiated efforts are focused on enabling communities and their citizens to develop their potential and to increase the quality of their lives.

Community fitness programs funded are varied in intent, target audience and fiscal requirements, all are funded for one year or for their duration, whichever is shorter. Multi-year projects are reevaluated annually to determine whether continued funding is warranted. As long as the implementation plan is sound and the program is consonant with community stated needs, programs are funded. This is in accordance with the approach historically employed by the Ministry's original predecessor, the Community Programs Branch.

Fitness grants are the basic support mechanism for many of the above programs (e.g., Employee and Community fitness programs). Last year Fitness Ontario received an allocation of approximately $450,000 from Wintario which was transferred to fund various projects. The money is obtained by the Ministry of Culture and Recreation from regular Wintario lottery sales; it is used as a catalyst and never funds more than 50 percent of project costs. Since the flow of dollars is regular and relatively large, there have been few constraints on funding worthy projects. Also, Wintario revenues have proved relatively robust and not affected by even moderate changes in the economic environment.

Wintario grants are also used to fund the external development and promotion of fitness resource material (Fitness

Ontario's operating budget covers the cost of materials developed in-house). These funds have been used to promote fitness and activity through print and electromagnetic media, as well as to fund the development of posters and brochures. Approximately $387,000 was allocated for promotional efforts in FY 80/81.

In addition to these program efforts, Fitness Ontario is currently involved with the YMCA and others to develop a certification model for fitness specialists. This effort is an outgrowth of their leadership clinics which led to the perception that the "witchcraft" had to be taken out of fitness assessments and prescribing fitness regimens, and so that all certified professionals had similar high qualifications. The certification program will begin in January on a voluntary basis with the cooperation of the Ontario Medical Association as a certifying agent. Also, members of Fitness Ontario sit on several interministerial committees and attempt to coordinate activities in work and higher educational environments.

Fitness Ontario has approximately one dozen staff. In 1979-1980, its budget was approximately $1.2 million; $760,000 in direct operating expenditures and $214,000 in transfer payments. In 1980-1981, the budget exceeded $1.4 million. Fitness Ontario's budget is affected by the extent to which it have met its objectives and the extent to which achieving their objectives is perceived as important within the Ministry.

Fitness Ontario contracts on an annual basis, with the ADM to accomplish certain things. Each quarter, achievements are reviewed. At the end of each year, the organization is evaluated and contracts renegotiated. This self-evaluation is tied together with evaluation of the impacts of sponsored programs. All evaluation efforts are performed under the aegis of Fitness Ontario's Evaluation Officer. Approximately $118,000 was set aside for such evaluation efforts in FY 1980-1981.

Monitoring. In addition to its program activities, the Ministry has attempted to monitor and guide its efforts to effect increases in physical activity. An example is a survey research

project funded by Fitness Ontario in 1980. The Ministry contracted for a survey of Ontario adults to determine types and levels of physical activity, reasons for participation and non-participation and related issues. A copy of the research report was obtained on-site. Briefly, the survey indicated a continuing, but modest increase in physical activity recently, with the greatest gains being registered by those most active. The results were somewhat encouraging while suggesting that promotional efforts may be reaching a plateau beyond which further increases might be more difficult. The survey is significant as a tool for use in program planning and as another example of Federal/Provincial parallelism, the Federal counterpart being the Canada Fitness Survey, especially the Ontario segment.

Fitness Ontario also contracted for a survey of 1000 corporations in the province regarding the extent to which benefits provided to employees included programs for physical activity. It updated a 1951 study by the former Community Programs Branch which examined recreational programs in manufacturing industries. The study found a wide variety of a socio-cultural employee assistance, sports and recreation, and fitness programs. Significantly, the survey found a great deal of interest in employee fitness programs. This interest was expressed across all sizes of firms and types of industry.

Other Fitness Promotion Efforts

The efforts of Fitness Ontario to promote activity and fitness across the Province are supplemented by activities engaged in by the Recreation Services unit of the Sports and Recreation Branch of the Ministry of Culture and Recreation and by the Ministry of Education. The coordination and mutual support of efforts between key actors is minimal. The relatedness of Recreation Services and the Ministry of Education's endeavors in support of promoting fitness is not strong. However, since both agencies do engage in activities that are somewhat related to fitness promotion, they will be reviewed briefly below.

Recreation Services Unit. The Recreation Services Unit is linked organizationally with Fitness Ontario in the Sports and Recreation Branch of the Ministry of Culture and Recreation. It functions in much the same manner as does Fitness Ontario, possessing similar resources (about $1.2 million in FY 79-80), and similar staffing (n=16). The focus of the Recreation Services Unit is on recreation and leisure for all, including specially targeted groups such as the elderly and the handicapped. Though they do not promote fitness, they do attempt to enable communities to develop the opportunities for citizens to engage in recreational and leisure time activities which may or may not be fitness related.

Recreation Services staff provide expert consultation to communities interested in developing specific recreational opportunities. They eschew any leadership role, acting rather as a source of technical and financial support for communities. Assistance is provided in the following areas:

- Outdoor recreation, including camping
- Community recreation
- Recreation and leisure research
- Recreation for elder citizens
- Therapeutic recreation for the handicapped.

As is true for Fitness Canada, when a community identifies a specific need--in this case recreational--they contact a Ministry Field Service representative who acts as liaison between the community and the Ministry. The Recreation Services unit then responds appropriately. In response to community initiatives, the Recreation Services Unit has aided local recreational and leisure development by:

- Incentive grants to assist in program and leadership development

- Grants for capital improvements including facility contruction, maintenance and operation
- Sponsoring leadership training programs
- Supporting development and evaluation of programs and activities.

Incentive grants come from transfer budget allocations, as well as from Wintario revenues. Since the Recreation Services Unit perceives it role as supportive of community development initiatives, it is not surprising that the bulk of its budget is expended on transfer payments (approximately 65 percent).

Ministry of Education. As noted earlier, education is strictly a matter of provincial jurisdiction. In Ontario, as in individual states in the U.S., much of the discretion for curriculum development resides with local school boards; however, the province, as the state, does dictate specific requirements. In Ontario, physical education is compulsory in elementary schools although the regularity and content of physical education courses vary greatly.

Physical education is optional at the secondary level. Even if taught, the credentials of the instructors may be insufficient to instruct classes properly.

At both primary and secondary levels of eduation, when physical education is taught, it is rarely integrated into "life-style" but rather is taught as a special skill to be used in specific circumstances. All in all, the situation in Ontario's schools regarding fitness education is poor. Promotion and education in the sports area suffers similarly and for similar reasons. In this respect both the Canadian and United States' systems seem identical. Interested readers can turn to Fisher's (1980) report for additional detail regarding the shortcomings and potential/unrealized strengths of Ontario's educational system.

Sports Promotion in Ontario

Ontario's sports promotion activities are carried out primarily by the Sports Services Section of the Ministry of Culture and Recreation. The Sports Services Section is comprised of two units: the Sport Development Unit and the Sports Program Unit.

Sports Services perceives its mandate as assisting communities in establishing sport in the cultural and recreational life of Ontario's citizens. Seven primary objectives have been outlined and are reproduced here from an internally produced document (1981):

- To assist with the development and maintenance of sports organizations which provide technical, management and educational services to all participants in their activities
- To encourage sports service organizations to develop an increasing level of self-sufficiency in the administration and operation of their total programs
- To assist in the development of programs of information, promotion and motivation to establish public awareness of the values of sport
- To promote and support the concept of excellence in sport
- To co-ordinate policies and activities relating to the development of sport activities in the province with other Ministries, levels of government, public and private agencies
- To design and operate programs which meet an existing need and cannot now be delivered by the private sector
- To evaluate the state of sport development in Ontario with the assistance of appropriate agencies.

Like Sport Canada, the Sports Services Section of Ontario's Ministry of Culture and Recreation functions to promote excellence in sports (read: the elite athlete). However, unlike the Federal sports promotion effort, Ontario's sports promotion effort also attempts to promote sport opportunities for the average

individual. Lest we jump to a too hasty conclusion let us note that while the emphasis is still on elite sports, the philosophy of the organization does embrace the concept of mass sport and some headway is being made with provincial sports governing bodies (SBGs) to encourage their facilitating mass participation.

Again, the parallelism between the Federal and provincial sports efforts is striking. Both support administrative centers; provide financial assistance to elite athletes, provide support to games and competitions; support coaching certification systems and have as their primary client group SBGs. The difference is simply in sources of funding and focus. The Federal government is concerned with events and groups national in scope and taps national resources to fund them. Sports Ontario's focus is provincial in scope; they deal primarily with events and groups at the provincial level and have as their resources only those revenues allocated them by Ontario's government.

The Sports Services Section attempts to accomplish its objectives by the administration of nine specific program areas:

- Funding the Ontario Sport Administration Center
- Grants to Sports Governing Bodies
- Sports Awards Programs
- Support for Games/Competitions
- Regional Sport Development
- Coaching Certification Program
- Elite Athlete Assistance Program
- Sports Travelcade

Each of these efforts will be discussed in turn.

Ontario Sport Administration Center (OSAC). The OSAC was established for the purposes of facilitating cooperation and coordination between SGBs; to enable sport in Ontario to have a unified voice; and to underwrite, at least partially, sport development in Ontario. About 40 of the larger SGBs are housed in

OSAC although all of the more than 70 SGBs can and do use at least some of the administrative conveniences offered by OSAC.

OSAC is operated as an independent not for profit corporation and has its own board of directors who are responsible for providing requisite direction and service to the complex. However, it is far from being free of the influence of the Ministry, as the ADM sits on its Board of Directors.

OSAC provides a comprehensive administration package to SBGs. Included in this package are:

- Provision of office space tailored to suit the needs of specific SBGs
- Provision of support staff's salaries
- Complete reproduction services
- Mail service
- Personnel services for support staff
- Telephone and switchboard services
- Accounting services.

In excess of $1.6 million was made available in one transfer grant during FY 80/81 in order to maintain OSAC services. More money will be required in FY 82 to keep OSAC functioning at its present level.

Grants to Sport Governing Bodies. Grants to SGBs are one of the primary activities of the Sports Services Section and of the Sports Services staff consultants. Transfer grants are made to SGBs on a cost-sharing basis to assist them in:

- Developing programs which both encourage mass participation and increased competence and excellence for promising athletes
- Assuring that physical recreation and sport needs of all intended persons are met
- Creating and maintaining an organization which encourages mass participation and maximum membership participation in the development of strong regionally based affiliates

- Assisting in developing and improving association management to better serve membership needs.

More specifically, these four program objectives are accomplished through the provision of expertise in and direct subsidy of SBGs':

- Administration
- Communications
- Planning
- Human Resource Development
- Competitor/Competition Development
- Special Projects.

These transfer grants are made on the basis of proposals submitted to appropriate Sports Services consultants. Each staff consultant has 10-12 SBGs in his/her client portfolio. The consultant is usually active in all phases of proposal preparation through implementation. In essence, the consultant must assess need, evaluate grantee performance and recommend level of future funding required to produce results. All SBGs receive some monies; the amount varies with need. In total, about $3.8 million dollars were given to the 70 SBGs during FY 81. However, this amount is becoming increasingly insufficient to enable the SBGs to accomplish their goals. Sports Services has initiated a campaign to motivate SBGs, on a sport by sport basis, to solicit some funds from the private sector. This is perceived as a necessary step in enabling SBGs to become self-sufficient, functional organizations -- a basic goal of Sports Services.

Sports Awards Programs. The Sports Awards Program was designed primarily to promote achievement through participation for persons involved in some way in elite amateur athletic events. Awards are given to:

- Championship-winning athletes and team coaches (all levels)

- Visiting athletes participation in competition with Ontario athletes
- Outstanding amateur athlete of the year
- Achievements or contribution by individuals other than athletes in the field of fitness and amateur sport
- Individuals who have distinguished themselves in the field, both past and present
- Communities and organizing groups who conduct multi-sport, multi-provincial or multi-national amateur events in Ontario.

The program is publicized through the release of Awards Program Brochures and Nomination forms provided annually to SBGs to regional sports bodies. Certificates of achievement are given to recipients at the annual banquet. Approximately $40,000 was allocated to maintain this program in Fy 81.

Support for Games/Competitions. The Sports Services Section promotes elite amateur sport through many vehicles. Perhaps the most publicized and effective method of promotion is the financial support provided to support regional, provincial and national competitions. In FY 81, more than $542,000 was allocated to support Ontario's involvement in the Canada Games; the Ontario Games; and the Ontario Games for the Physically Disabled.

The Canada Games (described earlier) ostensibly provides for the development of a national team whose members are maximally qualified. Ontario's support for these Games takes the form of outfitting the Ontario team and preparing them for competition. Should the Games be held in a city in Ontario, monies may also be allocated to prepare the site of the competition. These monies would take the form of direct transfer payments and/or Wintario grants.

The Ontario Games is a multi-sport competition held in a selected city in the Province. Since holding the Games brings with it monies to make capital improvements, many areas are interested in sponsorship. A city is selected primarily on the basis that capital improvement funds available will alter

favorably the community's sports resources/facilities. Ontario Games alternately feature winter and summer competitions. The Games is held every 18 months.

Clients for the Ontario Games include athletes, sports governing bodies and the management and task specific committees of the host community. Again, funds are allocated to pay for athletes travel to and from the Games, as well as their sustenance while at the Games. The results of the Ontario Games serve as one of the primary determinations of the team and province fields at the Canadian Games.

The Ontario Games for the Physically Disabled is held annually. This Games is structured to parallel those held for able bodied persons. However, actual competitive events are tailored to the capabilities of participants. Competitors represent one of four client/SGB groups: Ontario Blind Sports Association; Ontario Wheelchair Sports Association; Ontario Amputee Association; Ontario Federation for the Cerebral Palsied.

The Ontario Games for the Physically Disabled is designed to promote the growth and development of sports opportunities for this segment of the population. Although the Games does not promote "elite athletics" in the traditional sense, it does promote sports achievement and competition.

Regional Sport Development. This area of the Sports Services Section of program activity is focused on assisting regional (intra-provincial) sports councils and sports related organizations to plan and initiate special sports programs designed to attract an ever broadening segment of the region's population. However, the bulk of the fund is used to create, organize and maintain viable regional sports organizations that have as their focus the promotion of multi-sport projects. In excess of $290,000 was allocated for use by this program area in FY'81.

Coaching Certification Program (cc). As on the national scene, there is a firm belief in the province that the quality of

amateur sport will increase only as the quality of coaching sport increases. The Coaching Certification program is geared to developing excellence in coaching on a sport by sport basis by providing coaches in each sport with training at increasing levels of sophistication of theory, technique and practice. As described earlier in the report, courses are taught leading to five levels of accomplishment. The Province administers the lower three levels. It should be noted that one actor interviewed ascribed the beginnings of the Federal program to an earlier effort by Ontario.

In FY'81, over $318,000 was given to sponsoring agencies (e.g., SGB's, Universities, Regional Councils) to run certification courses. It is expected that a substantially greater funding level will be required in the future as interest in the program is rising sharply.

Elite Athlete Assistance Program. The Province's Elite Athlete Assistance Program is designed as a supplement to the Federal program. Whereas the Federal program provides money only to nationally carded athletes, the Province's program is designed to also provide some funds to "C carded" (i.e., those ranked immediately below National Team on objective performance criteria and not carded) athletes to help them in the further development of their skill.

The program is a prime example of the direct subsidy of elite Sports in Canada. Though the amounts of subsidization are small, they represent both the Province's and Federal government's commitments. The Ontario program has a tripartite focus:

- To identify the best athletes in Ontario
- To assist identified athletes in satisfying needs both personal and competition related
- To provide identified athletes with opportunities of achieving National Team standing or card status.

Sports Services staff provides technical assistance to athletes helping them to complete applications. Grants are given directly to athletes to help pay for the loss of potential earnings during vacation/training periods and to help pay for training and competition needs, including, among other things, coaching, and testing and evaluation fees.

Grants to athletes are both small in number and amount. The size of grants is generally small in number and amount. The size of grant is generally less than $1,000 per athlete. The number of grants administered is limited to 50 percent of the maximum number of entries allowed in international competitions. This is of course figured on a sport by sport basis. In total, $400,000 was allocated to maintain this program in FY'81.

Sports Travelcade. This program was designed to make available sports resource materials (e.g., films, books) to Ontario residents to whom they would otherwise be inaccessible. The general idea behind the Travelcade is that it will expose people to sports information in a motivating enviornment, thereby increasing the probability that they will either use the information to better their skill level or motivate them to get involved.

The resource van is staffed by five sports specialists who travel around Ontario making slide and videotape presentations and making the resources in the van accessible. One sport coordinator remains in Toronto to engineer Travelcade movements. The budget allocated for this program activity exceeded $149,000 in FY'81.

Wintario Grants. Wintario grants do not really constitute a program area, rather they are part of the funding formula that make possible grants used to supplement areas not covered by the base grants funding/transfer funds budget. As with base grants funds, Sports Services Section consultants provide all required technical assistance in completing grant applications. Currently, Wintario funds are being used by SGBs and Regional Sports Councils to sponsor projects in the following areas:

- Acquisition of Community Sports Equipment
- Participation in Invitational Competitions
- Fiscal Development
- Championships
- Equipment for Regional or Provincial Training Centres/Provincial Teams
- Participation Development
- Pilot Projects
- Hosting National and International Competitionr
- Volunteer Coaching Development
- Coaching as a Career

Summary. The primary promotion of sports in Ontario is the Sports Services Section of the Sport and Recreation Branch of the Ministry of Culture and Recreation. Although the Sports Services Section hopes to promote sport suitable to mass participation, the clear emphasis is on elite sport and the promotion of excellence. Excellence is pursued for athletes as well as coaches given the belief that furthering the base of coaching knowledge and sophistication will affect positively the quality of athletes.

The primary means of promoting amateur sports in Ontario is providing money to sports organizations, councils and athletes; to subsidize to some extent the costs of competition; and to provide the bulk of administrative services required for sports bodies' efficient functioning. Funding for such functions exceeded $7 million in FY'81.

ALBERTA

Fitness Policy

The transmission of Federal policies on fitness to the Provincial level in Alberta has been limited to informational contacts and consensus on the general orientation of efforts to promote fitness. The Alberta government has no obligation to pursue policy as outlined by the Federal government, as Provincial agencies are not funded by Fitness Canada or other national agencies. As noted in the discussion of national level activities, funds and other assistance are received by other actors who conduct fitness related activities in the provinces. However, Federal interventions such as the provision of organization support, project support or backing for research projects should be seen as elements of an implementation strategy and not as transmission downward to other levels of government. The nature and scope of these supports were discussed earlier in the section dealing with Federal policy implementation.

Alberta's own policy development process has been rather independent of initiatives at the national level. To date no formal policy statement or formal designation of lead agencies has occurred, although a number of public and private organizations have been active in pursuit of an identifiable fitness theme.

The lack of a formal policy in Alberta, concerning fitness has been recognized, however, and steps are being taken to produce an official statement. The Minister of Alberta's Recreation and Parks department has recently commissioned a series of position papers which will form the foundation for a policy document. Completion is expected in the next few months. For the moment though the lead role in fitness has been left to the Recreation and Parks department which contains a Fitness and Sports Branch. Recently, the importance of their current role was acknowledged in an offhanded manner as part of a set of formal recommendations regarding the structure of sports in Alberta. This document will be discussed at greater length later.

The move to establish a fitness policy seems to have been a result of a general awareness among those involved in fitness program development, research, and administration of the growing popularity of fitness pursuits. The upsurge of interest in jogging, racquet sports, and structured exercise regimens was cited as sparking program development efforts which took place without benefit of a guiding plan. As a result, various public and private agencies have alternately coordinated, overlapped and contended with one another in developing and implementing programs.

Several persons interviewed in Alberta indicated that Fitness Canada played a mild, but positive role in encouraging fitness related initiatives in the province. More specifically, the promotional efforts of PARTICIPaction which receives funds from Fitness Canada for its national campaign were credited with arousing the public consciousness about fitness. It should be noted, however, that these influences have fueled the fitness boom in Albert and elsewhere, but have not been accompanied by any commanding influence over policy and coordination. A major observation about the Canadian fitness and sports systems is that they are characterized by a high degree of Provincial autonomy. For the most part having been left to its own devices, Alberta has not suffered from any lack of incentive, financial or otherwise, to take action. Rather, institutional action has occurred, but appears to be in a state of gestation which is both interactive and unstable. The policy statements which are said to be forthcoming can be viewed as important instruments in the maturation of the system.

Before turning to a description of the policies and programs of individual agencies, it will be useful to note that the conceptual and programmatic orientations found in the Alberta system are consonant with the major emphases of the Federal government and Ontario. Specifically, the promotion of physical fitness is done largely in a participatory, recreational context. Most of the major implementors at the Provincial level are recreation oriented entities and the delivery system is focused on munici-

palities and their local recreation boards. Great emphasis is placed on developing a capacity for continued implementation. This capacity building often takes the form of leadership training courses, financial support, facility development, and program consultation. Implementation follows in the form of structured programs such as courses, recreation sports and exercise programs, and special participatory events.

Fitness promotion from a disease prevention and health promotion standpoint was not encountered as a major emphasis, although a large scale lifestyle project has been proposed by the Department of Health. Indications are that fitness will be promoted as one aspect of healthy living, along with smoking cessation, nutrition, coping with stress, and curbing alcohol and drug abuse.

Fitness Promotion and Delivery System

Alberta Recreation and Parks. To provide a more detailed account of Alberta's fitness promotion system it is appropriate to describe the structure and initiatives of several key agencies beginning with Alberta Recreation and Parks which is an agency of the Provincial government. Recreation and Parks is organized into the following (program) subunits:

- Fitness and Sports
- Community Recreation Services
- Outdoor Recreation
- Recreation Services to Special Groups.

The agency also has a field staff of 17, each of whom is responsible for providing liaison and consultation with municipalities in a given region (recreation service area).

The agency's formal mission was set in broad terms several years ago by a Framework Document which indicated that Recreation and Parks should serve municipalities and provincial recreation

associations. This document (which was unavailable) seems to have been an affirmation of the Alberta Recreation Development Act, passed in the 1950s and amended several times since. This legislation established the Provincial government's interest in and responsibility for recreation and authorized the provision of recreation services by municipal recreation boards (councils). This defined the structure of Alberta's delivery system. Financial incentives go through this structure in the form of grants to municipalities to establish delivery capabilities or to run programs. Technical assistance for these efforts is available through the regional consultants (field staff).

Funding takes several forms, ranging from several categories of capitation grants for general recreation programs to grants aimed specifically at fitness promotion.

The major fitness related activities of the Fitness and Sports Branch have been:

- Shape Up Alberta -- a project initially performed in conjunction with the Provincial health agency and the YMCA to initiate intensive program development and leadership training in three towns
- Production of promotional materials (brochures, stickers, pins, etc.) and provision of same to municipal recreation staff free of charge for further dissemination to the public
- The Be Fit For Life program which provides grants to municipal recreation boards for fitness projects, and salaries for community fitness coordinators and to post-secondary institutions to serve as regional fitness resource centres
- Leadership training courses at the local, regional and provincial level.

A review of documentation obtained also indicates that Recreation and Parks sponsored a special mass media based promotional effort in 1980 in conjunction with Alberta's 75th anniversary. The campaign focused on the value of an active lifestyle and was aimed at women aged 18-30 and children aged 6-12. It relied on purchased TV and radio spots in prime time hours. It also included

fitness awards, special events, a poster contest, and testing. This effort seems to have been a one time only activity, however, as interviews in the agency indicated explicitly that such direct promotions are not part of Recreation and Parks' normal program.

Outside the Fitness and Sports section, the agency's most focused efforts regarding fitness promotion lie in the Recreation for Special Groups section. This office has categorized its clientele into three groups: older adults, young children, and disabled persons. Fitness related pursuits are most advanced for the older adults groups. Older adults have been defined as persons 50 years old or more.

The Special Groups Section has specified a goal structure which lists as priorities the development of linkages between recreation systems and human service providers, the development of leadership opportunities in recreation and leisure skills, and raising levels of public awareness regarding the recreation and leisure needs of the special populations. Another objective calls for promotion of the concept of recreation as a vital element in meeting total needs. This latter objective is consonant with the focus of much of the thinking and programs in Canada whereby exercise and physical fitness are stressed with the context of recreation/leisure activity. This focus was said to differ from the approach of the health and social serviaces systems in that recreation takes a positive approach of looking at people's ability, rather than at issues of care and dependency.

Regarding older adults, the Special Groups branch has engaged private organizations such as the Red Cross and the YMCA to perform instructor training and sponsored the Western Canada Conference on Fitness and the Older Adult in March of this year. The branch has produced promotional and instructional material for older adults and program leaders under the following titles -- Why Exercise?" and "Senior Citizens Sports and Games Manual". The branch also distributes on request Fitness Canada's "Take a Break" package which includes a phonograph record and an illustrated information/how to brochure. The branch reports dissemi-

nating materials through Recreation and Parks regional consultants, working directly with some municipalities, and having great success in getting discussion and demonstration programs aired on television.

It should be noted that in the Special Groups branch fitness for older persons has become a major emphasis while the Fitness and Sports branch plays no identifiable role concerning the special needs of this group.

Alberta Welfare and Health. The Alberta Welfare and Health agency, as noted above, has proposed to the Alberta government a comprehensive, five year, $8,000,000 promotional program aimed at effecting healthy lifestyles among the public. The proposed project was conceived and proposed jointly with the Alberta Alcohol and Drug Abuse Commission, Alberta Hospitals and Medical Care, and the YMCA. In related efforts, the health agency is developing guidelines for health promoters in 27 local health authorities and is exploring ways to market the concept of fitness in the workplace among employers throughout the province.

A prior involvement of the health agency in promoting fitness was its joint sponsorship with Recreation and Parks of the Shape Up Alberta program. Funding cuts forced Health to disengage itself and the program continued for a time under the sole aegis of Recreation and Parks. In the view of some of those interviewed on-site, the program then suffered for lack of Health's holistic approach which included some of the aspects of well-being currently pursued in the construction of the lifestyles project.

In summary, Health's promotional programs both existing and proposed have a strong community based orientation like that found in recreation programs. They mirror closely the efforts of ODPHP in the U.S. in defining the same five subject areas, i.e., smoking cessation, exercise, nutrition, etc., and in trying to involve the private sector, e.g., the YMCA as part of the delivery mechanism.

YMCA of Alberta. The YMCA was identified as a key element of the fitness promotion system in Alberta. The organization was involved heavily in the implementation of the Shape Up Alberta program in which staff spent several weeks on-site in communities developing local program capabilities and doing individual counseling and fitness testing. The YMCA also runs numerous courses for fitness leaders and has developed a handbook for community fitness programs. Interestingly, the instructors in the leadership courses are volunteers many of whom have taken the courses and responded to the YMCA's request that they perform in-service work and teaching. The YMCA also has a project for certifying fitness leaders. The YMCA indicated that this existing program rendered superfluous a parallel certification program of Recreation and Parks. It also was reported that the YMCA runs employee fitness programs on a contract basis, an area which reportedly has become more popular recently.

Because of its history of involvement in fitness programs and leadership training, the YMCA has a close relationship with Health and would collaborate with that agency should the lifestyles project receive funding. Conversely, the YMCA voiced substantial disagreement with Recreation and Parks over the past management of Shape Up Alberta.

The YMCA's view is that the recreation agency has needlessly duplicated its clinics and certification, and an alleged heavy handedness by Recreation and Parks in trying to control fitness policy. The example cited to support the last point is that several years ago, the Minister of Recreation and Parks established the Alberta Fitness Advisory committee and then disabanded it when its recommendations were not accepted by the agency.

Another element of the fitness promotion and delivery system is the public schools. As noted earlier in the report, education is strictly a provincial prerogative. Investigation of Alberta's policy in this regard revealed a recent concern about physical education in the schools in terms of frequency, emphasis on competition, acceptance, grading procedures, and consideration for

individuals. This concern by parents and interested organizations prompted a study commissioned by Alberta Education in 1976 and 1977 which surveyed parents, students, and teachers. As a result of the study, substantial changes in favor of better facilities, greater frequency and education of classes (exclusive of changing/showering time) and revised curricula were recommended.

University of Alberta. Throughout this study, it has been recognized that physical educators, biomedical researchers, and recreation professionals at universities and colleges constitute a large source of expertise in development of the fitness promotion and delivery systems. Such actors have not been mentioned in other write ups in the U.S. and Canadian assessments. However, Alberta is a small province (in terms of population and urban centers, and number of key professionals). In this setting individual institutions take on prominence they would not otherwise have. The on-site investigation led inexorably to the University of Alberta and for that reason, its is mentioned separately in this report.

Although the University of Alberta does not serve as an element of the delivery system, of the school's Department of Physical Education and Physiology were found to have been active, guiding sponsors and participants in a variety of fitness and sports related endeavors. Examples include one member serving as Co-Chairman of the Canada Fitness Survey, as a member of the Ad Hoc Committee on Sport Coordination in Alberta, as a participant in the construction of fitness policy papers now underway, and as past Chairman of the Shape Up Alberta Advisory Group. Another member of the department is responsible for coordinating the Canada Fitness Survey in Alberta, the Yukon, and the Northwest Territories and has been involved in several community fitness efforts. Similarly, other post-secondary schools, such as Mount Royal College and the University of Calgary offer courses in physiology and fitness leadership and serve as resources for community leaders trying to start programs or run special projects.

The relevant point for this study is that the Alberta system includes established linkages between colleges and program sponsors for obtaining the expertise to formulate policy, to conduct research, and to sructure programs.

Employee Fitness

Fitness programs in the workplace or at least sponsored by employers form the last part of the delivery system. The Provincial government has no policy regarding employee fitness and efforts to promote such programs are minimal. Recreation and Parks at the time of the site visit was considering a proposal from the Fitness and Sports Branch to allocate $10,000 for a small number of matching grants to companies to promote fitness in the workplace. However, funding for even this small promotional effort was not expected.

There are some indications that employee fitness programs are growing in popularity. As noted earlier, the YMCA has served as a contractor for a number of employee fitness programs. Also, some of the large corporations operating in Alberta reportedly have hired fitness coordinators and installed facilities. The Esso Oil Company in Calgary has one of the relatively advanced programs. It features a modern facilty, a full time fitness coordinator, a fitness diagnosis component, both individual and group programs, and a long term evaluation component. Esso's program is run on contract by Fitness Management, Inc. which operates throughout Canada. Other oil companies are reported to have begun establishing programs which are said to be an increasingly important part of employee benefit packages.

No private coordinating body such as the AAFDBI (in the U.S.) was encountered in Alberta. However, many Canadian employee fitness coordinators are in fact members of AAFDBI.

Research

As noted earlier, the Canada Fitness Survey operates in Alberta as it does in all of the provinces to provide a foundation of information about the public's attitude, awareness, and fitness status.

In addition, Recreation and Parks has funded the Alberta Fitness Study which includes mail and telephone surveys of the general population and fitness program implementors, review of documents, and extraction of data from files of recreation departments. In addition to its province-wide focus on identifying fitness status and needs, the study includes a special focus on three of the former Shape Up Alberta communities to try to determine the program in effects. Unfortunately, no pre-measures were taken. Because results of the study were in draft form at the time of the visit, the agency would not release them.

It also was learned that there is a substantial amount of money available in Alberta for bio-medical research that could include fitness. It was reported that numerous organizations and individual researchers have received funding from the Alberta Heritage Medical Research Foundation which has a budget of about $67 million per year. These funds come from the interest generated by the Alberta Heritage Fund. This Fund consists of about $8-9 billion in natural resource monies set aside by the Premier for the ongoing benefit of Albertans.

Summary

Alberta's fitness promotion system has been dominated by a few key actors who have a recreational approach. Recreation and Parks and the YMCA appear to have clashed with each other, but share a common commitment to capacity building at the local level. Recreation and Parks has a viable structure for supporting local level development and programs through its field staff and its program of financial support. The YMCA appears to be an

established, capable, and popular resource for both communities and employers.

Provincial policy, while not explicitely stated, relies heavily on government financial support for local actors, a point that characterizes the entire Canadian system.

In contrast to Ontario, Alberta's policy and actions to date appear to have given little attention to employee fitness programs. Reports of their independent development come from several quarters, however, and several consulting or contract resources for implementing such programs were identified.

Ongoing efforts to promoted of fitness from a health standpoint were not encountered. The health agency appears committed to a strong push in this direction, however, should funds be available. The orientation and scope of the proposal lifestyles program mirrors closely the health promotion program of ODPHP in the U.S.

SPORTS

As is the case at the national level, sports in Alberta has an organizational structure that includes both government and non-government actors. The system also is characterized by an orientation to competitive events involving elite athletes. Outside goverment, numerous provincial arms of the national sports governing bodies exist -- Recreation and Parks lists 62 sports bodies. These sport governing bodies provide the essential link in a national system whereby top performers are identified, provided with financial support and entered in national and international competitions.

There are also a number of events and other sport organizations whose purview or scope does not extend beyond Alberta. These organizations follow the general pattern found throughout this investigation of structures that are parallel to, but not linked with their counterparts at the national level. A descrip-

tion of this system will follow a discussion of Provincial sport policy.

Policy Development

Sport policy in Alberta is still being formulated through a series of discussions and recommendations aimed at effecting better coordination between organizations and increased financial support, particularly from the private sector. The process for this formulation of policy was set in motion by the former Deputy Minister of Recreation and Parks who brought about a series of "Intersport" conferences in 1975. Intersport IV in 1979 resulted in Ad Hoc Committees on Sport Coordination in Alberta. This committee under took the Alberta Intersport Study which examined the basic assumptions, existing functions and relationships, and the needs of the sport system in Alberta as perceived by various relevant actors throughout the province. The committee's recommendations were recently presented at the Intersport V conference. They called for greater coordination through a restructuring of organizational responsibilities, and establishment of a single provincial sport coordinating body to be called the Alberta Sport Federation. This new entity would assume completely the responsibilities of two existing organizations, Sport Alberta and the Alberta Games Council, and would receive block funding from Alberta Recreation and Parks. The recommendations were quite detailed and ambitious and will not be stated completely here. However, it can be stated briefly that they envision a well-defined hierarchy of parallel organizations extending through potential regional sport federations to the local level, which consists of municipal governments and recreation boards, school athletic associations and community clubs and leagues.

The Federation would: be responsible for providing stronger administrative support to the member organization, provide for increased promotion and media coverage of amateur sports events, provide for better participant development through testing, training, and education, and create a research service to aid in

program development. The proposed Federation also would serve as a single voice for sport in Alberta, and would develop a provincial master plan for the development of sports in the province.

The Intersport recommendations continues the major theme of existing Federal and Provincial sport policy -- heavy government financing of sports. This financing covers operating/administrative support for sport governing bodies, athlete support, coaching certification, and the costs of competitive events.

It should be noted that the recommendations presented at Intersport V have not been implemented, since they require Provincial legislation. Regardless of the outcome, the process and the recommendations are telling in that they evidence a considerable initiative on the part of government to further institutionalize a sports system which already contains a number of organizations and competitions. Further, the concept of Provincial government financial support for elite sport development is ingrained and will endure.

Delivery System

A description of the existing system is best begun with an acknowledgement of the prominent enabling role of Alberta's Recreation and Parks. The Sport Development Unit of the Sports and Fitness Section dispenses funds to the provincial sport governing bodies, athletes, the Alberta Games Council, and Sport Alberta. Through these organizations, Recreation and Parks supports leadership development and implementation of a hierarchy of games.

Leadership development consists of:

- Sponsorship of coaching theory courses as part of the National Coaching Certification Program
- Athletic Injuries Workshops

Organizational support to provincial associations consists of:

- Grants up to $5,000 per year for administrative expenses
- Grants up to $20,000 per year for program activities which include competitions, sending Alberta teams to competitions, acquiring equipment and facilities training participants, and hiring coaches.

Support is also provided to Sport Alberta which mainly provides administrative support services to the sport governing bodies and other agencies which constitute its membership. Funding for Sport Alberta is $90,000 obtained from Western Canada Lottery Funds (formerly Loto Canada).

Recreation and Parks also supports the Alberta Games which are run by the Alberta Games Council. Games are held every two years, alternating between winter and summer games. The province is divided into eight games for purposes of competitive trials; the sport governing bodies are active in organizing and implementing the events for their respective sports. Participants are estimated to number about 2,500. Recreation and Parks provided $150,000 in operating monies and $50,000 for facilities development in the host community. A review of the Sports and Fitness Section's budget indicates an additional $450,000 in lottery funds going to the Council.

Separate from the Alberta Games are various regional games which also are supported financially by Recreation and Parks. These games (of which there are six) are run by regional recreation associations. They are non-elite in the sense that participation is open to anyone. However, the competitions are aimed at producing finalists. In some cases, the regional games serve as zone play-offs for the Alberta Games. Grants of up to $4,000 are available to regional sponsors for administration and operation of the games.

It should be noted that the Alberta Games and Regional Games have no official connection with the Canada Games. The sports governing bodies are to conduct separate trials for these games, although discrete support ($65,000 this year) is provided by Recreation and Parks for Alberta's participation in the Canada Games.

Non-elite competition exists at two levels. First, the Alberta Schools Athletic Association sponsors competition in 15 sports. Participation represent schools in 15 zones with competition leading to provincial playoffs. However, participants who compete on behalf of a school are not eligible for other community regional, or provincial competitions. The Association receives some financial support from Recreation and Parks, including $45,000 in lottery money. Finally, independent sports clubs and leagues are widespread and seem to operate without external governance or public financial support.

Summary

The Alberta government and others show a strong commitment to the promotion and development of sports programs. The responsible agency, Recreation and Parks, has accorded sports on organizational visibility in its designation of a Fitness and Sports Section and has backed this action with substantial funding for sports organizations, events, leadership development, and athlete training. All of this is representative of the same concern encountered at the Federal level for fostering a spirit of competitiveness and a record of accomplishment in competitive events. Attempts to discover the basis for this orientation keep returning to a deeply rooted sense of provincial and/or national pride which demands a respectable showing in amateur competitions.

Statements in official reports and in interviews conducted on-site make a connection between sports and the concept of developing a well-being through physical activity. However, the sports development effort emphasizes participation by a relatively elite (and small) class of athletes and has little to do operationally with the efforts made on behalf of fitness. Within the Sports and Fitness Section, the two units operate separately -- another parallel with the situation encountered at the Federal level where Fitness Canada and Sport Canada are physically proximate and operate autonomously under the same organizational superstructure. Note also the similar situation found in Ontario.

IV. SUMMARY OF OBSERVATIONS

In attempting to identify and define Canadian policy regarding fitness and sports, a number of important observations can be made. The most basic question to be answered is whether or not Canada has national policies in the two areas under investigation. In the report on the U.S. system, several criteria were set forth for determining the existence of national policy. Briefly restated, these criteria require that policy be formalized, based on a proven need, and aimed at certain goals. Further, there should be plans of action that are generally accepted and there should be means of measuring the success of actions taken. Finally, to qualify as national in scope and importance, the policy should include all key decisionmakers and implementors at both national and sub-national levels as appropriate.

Canada's policy in fitness and sports meets most of the criteria. The process certainly has been formaly, perhaps overly so at some points. The need for action and the government's commitment to take necessary steps have been pronounced in legislation and explicated in numerous policy decisions and written issuances. The issue of whether a <u>proven</u> need exists is open to question. That is, concerning fitness, there was evidence that exercise has proven health benefits, but there does not seem to have been any overwhelming hard evidence that Canadians were unfit as a nation. In fact, a simple assertion to that effect by Prince Philip seems to have done as much to galvanize sentiment in favor of action to improve fitness than any of the extant research findings. In sports, there was evidence of deficiency in performance as shown by poor Canadian showings in international competitions. The <u>need</u> for action though was a question of

how much value that Canadians saw in fielding competitive athletes in international and other elite sports events. The answer was that the Canadians felt quite strongly about being competitive in amateur sports; it was this feeling provided the foundation for the lobbying efforts of the amateur sport community. The resulting political pressure briefly pitted the government against the wounded national pride, a contest that the government quickly conceded, pausing only long enough to guard its political flanks by including fitness with its recreational/participatory emphasis in the movement to action.

The goals of national policies in fitness and sports were clear and were evaluable in many ways--levels of awareness and participation, levels of performance and achievement, and physical measures of fitness are all obtainable and have been pursued as implementation took place over the years. It should be noted parenthetically that the effectiveness of the government's strategies has been seen in the general upsurge of fitness programs and in Canada's improved showings in recent international games, e.g., the Montreal Olympics in 1976 and the Commonwealth Games in Edmonton in 1978.

The national scope of fitness and sports policies in Canada has been unmistakeable. In addition to being the subject of Federal legislation and the mission of specially created agencies of the Federal government, the question of an appropriate Federal role -- one that would serve Canada's needs while leaving untrammelled the autonomy and prerogatives of its provinces - has been the topic of seemingly interminable discussion and re-definition. Under current arrangements, the Federal government ranges over political and organizational terrain that features fitness and sports bodies which define their own purview as national and the general public. At the fringes of this terrain, the Federal government comes into contact with Provincial actors whom it assists and liaises with, generally preserving a productive accommodation.

While serving to highlight and define Federal policies and roles, the Federal-Provincial question has produced a system of parallel structures. More specifically, as Federal policies have taken shape, the Provinces have tended to create organizations, funding and program approaches, and relationships that in their jurisdictions mirror those of the Federal government. Fitness Canada, Sport Canada, and the Canada Games Council have counterparts such as Fitness Ontario, Sports Ontario, Sports Alberta, and the Alberta Games Council to name a few. Similarly, Provincial governments support athletes and provincial associations in the same manner as the Federal government finances national class athletes and organizations. While the existence of Federal/Provincial counterparts is easy to document, the question from a policy and process standpoint is whether the Federal government actually has developed the system at the sub-national level. The general answer is no in that the Federal government holds no authority over the provinces and, except for a time in the 1960s has not provided direct financial incentives to Provincial governments or to fitness and sports related bodies. Rather, the Provinces seem to have acted on their own for a variety of reasons including: Federal encouragement and technical assistance, the pressures of provincial lobby groups, (especially amateur sport bodies), and a desire to uphold provincial pride and prerogatives in the face of and in concert with national initiatives. Finally, in emphasizing the parallel nature of the Canadian system, as opposed to the partially hierachical and partially non-existent one found in the United States, the intent is not to portray the Federal government as an aggressor that the Provinces must fend off. Rather, our view is that both Federal and Provincial actors recognize the context in which they operate as an overarching feature of the Canadian federal system and, thus, are determined to tread cautiously.

A major observation of the Canadian system is that having taken the policy position that fitness and amateur sports are important concerns of government, both the Federal and Provincial authorities have been willing to allocate monies for implementa-

tion. This observation, while simple in concept, is a dominant point in the assessment, especially when comparing Canada with the U.S. where it was found time and again that funding was lacking for direct Federal efforts and for providing incentives for others to act (downward transmission of policy). Simply put, the Canadians have been willing to back their policy initiatives with funding; this is true of the Federal government and of the Provinces. The willingness to spend public funds on fitness and amateur sports is remarkable, but for the most part understandable with the partial exception of the heavy and increasing emphasis on elite sports in which national pride and the sport lobby might be seen in an exaggerated way as a sort of rogue elephant before which Canadian governments are in retreat, slowing only long enough to litter the path behind them with tax money and lottery money. The open question in this scenario is what makes such funds available in Canada, as opposed to the United States where on must suspect that even a popular and well-orchestrated movement in favor of government funding would be met with the response that no more money can be freed for these purposes. Of course, the answer to the question must remain a matter of speculation in this assessment, since it would entail a full comparison of national budgets and fund raising methods.

Another major observation about the Canadian system is that in addition to providing substantial funding, the governments have given both fitness and sports a high profile organizational visibility corresponding to formal treatment of these areas as topics of national and Provincial policy. In the area of physical fitness, this organizational prominence has contributed to the separation of fitness from other areas connected with health promotion strategies, e.g., nutrition, stress management, and smoking cessation. In this separation, fitness has become in the Canadian system more closely affiliated with recreation agencies and programs. As shown in the report, the original Federal enabling legislation provided no mandate for involvement in recreation. However, the general orientation to pursuit of fitness goals through promotion of an active lifestyle made for a natural

marriage which took shape and gradually was negotiated with the Provinces. The lack of counterpart fitness (and sport) agencies in the early days oriented the efforts of Fitness and Amateur Sports to recreation groups even during the time when it was a branch of National Health and Welfare. The recreation orientation continues to manifest itself in a promotional approach that can be best described as a "soft sell" which emphasizes active use of leisure time more than strenuous regimens with a more strictly health related purpose.